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PROGRAMME BUDGET FOR THE BIENNIUM 1992-1993

Revised estimates under section 21D, Crime prevention and criminal justice

Report of the Secretary-General

A. Background

1. The General Assembly, alarmed by the scope of criminality and by the dangers posed to the welfare of nations by the rising incidence of crime generally and by the many forms of criminal activity that have international dimensions, adopted resolution 46/152, in which it took note of the report of the Ministerial Meeting on the Creation of an Effective United Nations Crime Prevention and Criminal Justice Programme 1/ and approved the statement of principles and programme of action, annexed to its resolution, recommending the establishment of a United Nations crime prevention and criminal justice programme. At the time of its adoption of resolution 46/152 on the creation of an effective United Nations crime prevention and criminal justice programme, the General Assembly was informed, in a statement submitted by the Secretary-General on programme budget implications 2/ of the following:

(a) The activities being proposed would represent a significant expansion of international cooperation, including its technical cooperation component, in the context of activities programmed under programme 29 of the medium-term plan for the period 1992-1997. The revision of that programme would be necessary and would be presented to the General Assembly at its forty-seventh session through the Committee for Programme and Coordination;

(b) The expansion of activities as detailed in the programme of action of the annex to the resolution would also require revision of the programme and resources proposed under sections 12 and 21 of the proposed programme budget for the biennium 1992-1993. Such activities would be proposed to the General Assembly for approval at its forty-seventh session in the context of revised estimates;

(c) The recommendation made by the Ministerial Meeting for a change in the organizational structure of the Secretariat responsible for the implementation of programme 29 of the medium-term plan would also call for additional resources. At present, the Crime Prevention and Criminal Justice Branch is part of the Division for Social Development of the Centre for Social Development and Humanitarian Affairs. Should the Branch become a Division, it would remain part of the Centre and would be headed by a Director at the D-2 level. Additional Professional posts and increases in other objects of expenditure might also be required. The General Assembly was informed that a management review would be undertaken to determine the changes, if any, in the organizational structure to implement the expanded programme.

2. The General Assembly, in paragraph 7 of its resolution 46/152, also requested the Secretary-General to take the necessary action within the overall existing United Nations resources in accordance with the financial rules and regulations of the United Nations and to provide appropriate resources for the effective functioning of the United Nations crime prevention and criminal justice programme in accordance with the principles outlined in the statement of principles and programme of action. That request was interpreted by the Secretary-General, as also indicated in the programme budget implications statement 2/ as a proposal to implement the resolution through redeployment of resources within the 1992-1993 proposed programme budget which was being considered by the General Assembly at that time. It was considered difficult to redeploy resources within section 21, given the mandates to be implemented during the 1992-1993 biennium; possibilities for redeployment from other section(s) would require further analysis and would be presented to the General Assembly at its forty-seventh session according to established procedures.

3. Pursuant to paragraph 11 of General Assembly resolution 46/152, the Economic and Social Council, at its organizational session of 1992, dissolved the Committee on Crime Prevention and Control and established the Commission on Crime Prevention and Criminal Justice as a new functional commission of the Council, in accordance with the recommendations contained in the statement of principles and programme of action annexed to the resolution. At its substantive session of 1992, the Economic and Social Council, upon the recommendation of the Commission, which held its first session from 21 to 30 April 1992, adopted resolutions 1992/22 on the implementation of resolution 46/152 concerning operational activities and coordination in the field of crime prevention and criminal justice and 1992/24 on preparations for the Ninth United Nations Congress on the Prevention of Crime and the Treatment of Offenders. At the time of the adoption of those resolutions, the Economic and Social Council was informed that since the programme budget implications of those two resolutions were directly related to the course of action to be taken by the Secretariat as outlined above in paragraphs 1 and 2 concerning the expanded programme of work, it was proposed that the revised estimates to be submitted to the General Assembly at its forty-seventh session would present a comprehensive picture of the overall requirements arising from all the relevant intergovernmental recommendations and the management review that was yet to be completed. 3/

4. The revised estimates for the crime prevention and criminal justice programme carried out under section 21D of the programme budget for 1992-1993 presented herewith have been prepared pursuant to the above-mentioned resolutions of the General Assembly and the Economic and Social Council and the programme budget implications statements related thereto. It is the intention of the Secretary-General to initiate in 1993 the expanded programme by focusing on those areas that would require immediate attention in order to build the institutional capacity and hence establish a solid foundation for launching the activities recommended by the General Assembly, the Economic and Social Council and the Commission on Crime Prevention and Criminal Justice. Subject to the ongoing review of the economic and social sectors, consideration would be given to the further expansion of activities in the context of the preparation of the proposed programme budget for 1994-1995.

B. Creation of an effective crime prevention and criminal justice programme

5. With respect to paragraph 1 (a) above, the Committee for Programme and Coordination, at the first part of its thirty-second session, has recommended to the General Assembly the approval of the revisions to programme 29, with the modifications as stated in its report. 4/ The revisions to programme 29, including the creation of a new subprogramme on operational activities, planning and overall coordination, would provide the framework for the proposed programme budget for 1994-1995.

6. The recommendations of the General Assembly in its resolution 46/152 and the resolutions adopted by the Economic and Social Council at its substantive session of 1992 concerning activities in crime prevention and criminal justice have resulted in a number of changes in the programme of work, including the following:

(a) The establishment of the Commission on Crime Prevention and Criminal Justice, meeting annually;

(b) The documentation to be submitted to the Commission, replacing those that had been proposed originally for the Committee;

(c) Reduction in activities related to the monitoring of existing instruments and cessation of activities related to formulation of new instruments;

(d) An expansion of activities in international cooperation, including technical cooperation;

(e) The biennialization, starting in 1993, of the surveys on crime trends previously undertaken every five years;

(f) The designation of the Commission as the preparatory body for the Ninth Congress.

7. The aggregated number of work months currently assigned to carry out the activities related to international instruments and to the preparation of reports no longer required by the Commission amounts to 12 work months of one P-4 level post and 12 work months of one General Service (other level) post. The savings thereby generated would be utilized for the preparatory activities related to the Ninth Congress (see paras. 17-22 below).

8. In initiating the reoriented and expanded programme of work during 1993, account has been taken of the priority themes determined by the Economic and Social Council in section VI of its resolution 1992/22, which were as follows:

(a) National and transnational crime, organized crime, economic crime, including money laundering, and the role of criminal law in the protection of the environment;

(b) Crime prevention in urban areas, juvenile and violent criminality;

(c) Efficiency, fairness and improvement in the management and administration of criminal justice and related systems, with due emphasis on the strengthening of national capacities in developing countries for the regular collection, collation, analysis and utilization of data in the development and implementation of appropriate policies.

9. Given the expanded range of activities recommended by the Council and the Commission for implementation by the Secretariat and the need to reorientate the programme of work to address the priority areas more effectively, it is proposed, as a first step, to focus in 1993 on the following areas of work, in an effort to respond to the emphasis given to a more dynamic and responsive crime prevention and criminal justice programme:

(a) Assessment of basic needs of Member States in crime prevention and criminal justice;

(b) Development of curricula and other training materials and guidelines for the conduct of training programmes aimed at increasing the technical capacity of Member States to address their needs in crime prevention and criminal justice;

(c) Strengthening and developing databases as a basic tool for effective storage, retrieval, dissemination, and exchange of information for improved crime prevention and criminal justice management in order to further the clearing-house functions of the Secretariat.

10. Although some aspects of the activities mentioned above fall within the current programme budget, their effective implementation has been and continues to be hampered by an inadequate capacity to provide the focus, overall planning and coordination needed to respond adequately to the concerns expressed by Member States.

11. Following the management review, mentioned in paragraph 1 (c) above, of the capacity of the Crime Prevention and Criminal Justice Branch to undertake its expanded programme, and having identified those resources that could be used to absorb some of the new activities, it is further proposed to reorganize and recluster the implementation of activities to correspond more closely to the revised structure of programme 29 of the medium-term plan so as to respond more effectively to the objectives therein.

12. The upgrading of the Branch into a Division headed by a Director at the D-2 level will be given further consideration in the context of the ongoing review of the economic and social sectors. On the other hand, some strengthening of the staff resources of the Branch, which currently consists of one D-1, two P-5, four P-4, three P-3, one P-2/1 and six General Service (other level) posts, appears necessary in 1993.

13. In order to assist in the overall planning, coordinating, monitoring and evaluation of the technical cooperation component of the programme and to undertake assessments of the basic needs of Member States in crime prevention and criminal justice as part of the expanded operational activities, it is estimated that one P-4 post would be required. It is further estimated that the development of coordinated training programmes on the priority themes recommended by the Economic and Social Council would require one additional P-4 post. One P-3 post would also be required for the development, maintenance and operation of additional databases not only for use by the Branch in its research and analytical work in the priority areas, but also for exchange and dissemination of information among Member States, intergovernmental and non-governmental organizations, as part of the clearing-house functions of the Branch.

14. Requirements for outside expertise provisionally estimated at $30,000 will arise, particularly for developing curricula and training manuals and materials to support the new training programmes and for strengthening the crime prevention and criminal justice information network, so as to respond adequately to the need for linking existing and new users to the expanded activities. The current appropriation for consultant services and ad hoc expert groups under section 21D are $19,600 and $63,100 respectively.

15. A component of the expanded programme would be increased data collection, consultations and coordination of activities, not only within the United Nations system, but with Governments, intergovernmental and non-governmental organizations and with the regional United Nations institutes for crime prevention and criminal justice. It is estimated that up to $15,000 for travel to conduct fact-finding missions and consultations would be required. The existing appropriation for travel under section 21D is $32,600.

16. In order to provide facilities for the proposed additional staff and for the development of additional databases, it is estimated that up to $20,000 would be required for computer equipment and software. The current appropriation under section 21D for equipment is $30,700.

C. Preparations for the Ninth United Nations Congress on the Prevention of Crime and the Treatment of Offenders

17. The quinquennial congresses are a parallel activity undertaken by the United Nations within the crime prevention and criminal justice programme. The Ninth United Nations Congress on the Prevention of Crime and the Treatment of Offenders is scheduled to be held in 1995. In its resolution 1992/24, the Economic and Social Council requested the Secretary-General, inter alia, to provide the resources necessary to undertake, in an effective and timely manner, within the overall appropriations of the programme budget for the biennium 1992-1993 and adequate resources for the biennium 1994-1995, the preparatory activities for the Ninth Congress, including the organization of regional preparatory meetings; and to provide resources, as required, in accordance with established United Nations budgetary practice, within the overall appropriations of the programme budget for 1992-1993 and adequate resources for the biennium 1994-1995, to ensure an appropriate programme of public information related to the preparations for the Ninth Congress.

18. The topics to be included in the provisional agenda for the Ninth Congress, as decided by the Economic and Social Council in its resolution 1992/24, are as follows:

(a) International cooperation and practical technical assistance for strengthening the rule of law: promoting the United Nations crime prevention and criminal justice programme;

(b) Action against national and transnational economic, organized and environmental crime: national experiences and international cooperation;

(c) Criminal justice systems: management and improvement of police, prosecution, courts and corrections;

(d) Crime prevention strategies, in particular as related to crimes in urban areas and juvenile and violent criminality, including the question of victims: assessment and new perspectives.

19. On the basis of the experience of the preparation of previous congresses, general temporary assistance, equivalent to one P-4, one P-3 and one General Service (other level) posts would normally be required to organize and coordinate the preparatory activities pursuant to recommendations of the Commission, including the preparation of the Handbook on Congress preparations addressed mainly to the national preparatory committees for their involvement at the regional level, intergovernmental and non-governmental organizations. However, given the fact that the Commission will be acting as the preparatory body, thus obviating the need for interregional preparatory meetings, which numbered five for each Congress in the past, it is estimated that only one P-4 and one General Service (other level) post would be required, starting in 1993.

20. As mentioned in paragraph 7 above, savings in staff resources, equivalent to one P-4 and one General Service post, are expected following the reorientation of the crime prevention and criminal justice programme. It is therefore the intention of the Secretary-General to utilize those resources for the preparatory activities of the Ninth Congress to be undertaken in 1993.

21. In order for the regional commissions to participate in the Commission acting as the preparatory body, the estimated cost for their travel in 1993 would be in the amount of $25,000. The next meeting of the Commission in 1993 would also provide the opportunity for the representatives of the regional commissions to have consultations with the Crime Prevention and Criminal Justice Branch on activities that could be undertaken at the regional level in the context of preparations for the Ninth Congress.

22. With regard to public information activities concerning the Ninth Congress, it is expected that the work that would be commenced in 1993 would be carried out within existing resources. Requirements for the biennium 1994-1995 for the preparatory activities, regional preparatory meetings, public information activities and the Congress itself would be dealt with in the context of the preparation of the proposed programme budget for the biennium 1994-1995.

D. Summary

23. Bearing in mind the ongoing review of the economic and social sectors, it is proposed that the additional three posts referred to in paragraph 13 above (two P-4 and one P-3) be accommodated through temporary redeployment from other sections of the programme budget where vacant posts have already been identified as available for redeployment in 1993. This would preclude the need for any additional appropriation for new posts at this stage. The temporary redeployment of the three posts would be strictly for 1993. The preparation of the programme budget for the next biennium will provide an opportunity for the Secretary-General to review thoroughly the overall post requirements in the crime prevention and criminal justice programme.

24. As indicated in paragraphs 14, 15 and 16 above, it is estimated that additional requirements would arise for consultant services, travel of staff and computer equipment and software. It is proposed to review the requirements further, with a view to absorbing any additional cost from within overall appropriations under section 21. The additional requirements referred to in paragraph 21 above for travel of representatives of each regional commission to the Commission on Crime Prevention and Criminal Justice at its second session in 1993 in the amount of $25,000 will be absorbed from within sections 23 to 26 of the programme budget for 1992-1993 respectively.

25. In summary, no additional appropriation is being requested under section 21D, Crime prevention and criminal justice, of the programme budget for the biennium 1992-1993.

Notes

1/ A/46/703 and Corr.1.

2/ A/C.5/46/76.

3/ E/1992/30/Add.1.

4/ A/47/16 (Part I), para. 70.